



TAB A

ALTERNATIVE MEASURES  
FOR ACCOMPLISHING THE REDUCTION OF PERSONNEL  
TO CEILING LEVELS

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Reduction of personnel pursuant to the formal Government reduction-in-force procedures involves a relatively impersonal, rigid mechanism which determines the employees to be separated on the basis of such factors as veteran status and length of Federal service. Relatively minor weight is allowed for quality of employee performance. Consequently, this system not infrequently results in the elimination of valuable employees and the retention of individuals whose contribution is routine or even mediocre.

The elimination of personnel whose service is less than satisfactory should be a continuing aim of Agency personnel policy. It assumes greater significance when personnel reductions are required. Specific proposals for putting into effect procedures for a regular program of selecting out this category of employees were recently submitted by the Director of Personnel (Annex 1). The implementation of these recommendations would of necessity proceed on a deliberate pace, and in accordance with a series of prescribed steps. Despite the most judicious administration of a selection-out program it may reasonably be expected that strong resistance will be developed by the individuals selected out. From past experience with involuntary separations it can be anticipated that numerous external sources will intervene in behalf of the persons directly affected, and that at least some concern will be generated among the general body of Agency personnel. Accordingly, it must be recognized that the quantitative effects of a systematic selection-out plan might not be immediately substantial.

The Civil Service retirement system provides for "discontinued service" annuities for personnel involuntarily separated if (1) they are age 50 and have completed 20 years' service [5 years of which must be civilian], or (2) regardless of age, if they have completed 25 years of service [5 years' civilian mandatory]. Accordingly, with respect to personnel in the foregoing groups who are separated from the Agency for such reasons as are in the best interest

of the Agency, regular retirement annuities are immediately available. It is presumed that these "accelerated retirement" separations would be under the authority conveyed by Section 102(c) of the National Security Act of 1947. Because of the average age level of the Agency's personnel (37.7 years), this alternative will probably have limited application.

Attrition (accompanied by suspension of hiring) would very soon bring Agency personnel strength down to the ceiling level. As Annex 2 shows, the total personnel on duty would descend and fall below the ceiling during October 1957 if no appointments were made during September and October 1957. Annex 2 also reflects the limited number of subsequent monthly appointments which could be approved as replacements for separations in order to hold to the ceiling on an average fiscal year employment basis. Since the preponderant personnel loss occurs in the lower grades (approximately 60% are in GS-6 and below), it is apparent that the major impact of a program of personnel reduction by attrition would be felt in these grade groups. Undoubtedly, acute clerical shortages would result during the remainder of the fiscal year if this approach were adopted. Annex 3 reflects the appointment rate which would have to be established to maintain an average employment rate at the ceiling level for the fiscal year, on the assumption that all personnel now in clearance processing (allowing for normal applicant cancellations) would be entered on duty. If approached in this way, the result would be principally to defer the problem of clerical scarcity until after December 1957. Annex 4 presents another alternative, namely to continue to hire clerks on a one-for-one replacement basis, thereby necessitating a forced separation (with no replacements) each month among GS-7's and above to the extent of an average of 20 persons above the normal group of persons separated in these grades (the average monthly attrition in these higher grades is 64; therefore, a total of 84 per month in GS-7 and above would be required to achieve an annual average employment level within the ceiling limit).

Sharp curtailment or temporary cessation of recruitment of clerical personnel involves the danger of returning the Agency to the former perennial difficulties of inadequate clerical support. An allied consideration is the effect upon future recruiting procedures if clerical recruitment is halted. The characteristics of the recruiting process (strong reliance upon contacts developed in local areas, and confidence generated by the recruiter among the principal sources) are such that a considerable volume of productivity is sacrificed until the former ground is subsequently recovered when recruitment is resumed.

To insure that the future intake of clerical personnel is geared to the actual needs of Agency components, each component should report on its continuing requirements for clerical support within the ceiling assigned to it. In order to establish a reasonably firm frame of reference for harmonizing recruitment objectives with ceiling reality it is most essential that current Tables of Organization include only those clerical positions which correspond

to the requirements as reported by the components. Recruitment of clerical types would continue on the basis of predictable losses, but these would be confined to the actual positions usable for assignment purposes within the ceiling approved for the organization elements concerned. It is anticipated that this review of clerical support required within the limits imposed by ceiling will scale down the volume of recruitment and hire of clerks.

Several measures should be taken to insure that the effectiveness of the Junior Officer Trainee program is not impaired as a result of assignment restrictions developed during the period of adjusting personnel strength to ceiling, and later when the ceiling level is achieved. These measures are outlined in Annex 5.

As a collateral consideration to the problem of strength-ceiling adjustment, Agency policy governing ceiling count should be brought into alignment with Government requirements as to categories of personnel covered by ceiling limits. For example, personnel (currently 10) participating in external training activities are not included under present Agency policy in the ceiling count; however, in terms of complying with Bureau of the Budget procedures for ceiling control it is necessary to include these employees (who are on full pay status) within the ceiling limit. Within the Agency, personnel in such external training (including those in the Overseas Foreign Language Training Program) should be charged to the ceiling of the component from which they were selected (except for employees from within the Agency who are named to the JOT program, since these latter presumably will be assigned to another component upon completion of training). The alternative of establishing, at this time, a separate pool to assign all trainees is not feasible, since it would require a prorated withdrawal of ceiling from each component.